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# **IMMIGRANT INTEGRATION**



**a report of  
The Ontario Economic Council**



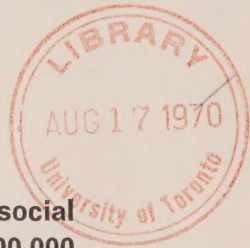
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# IMMIGRANT INTEGRATION



**Our obligations — political, social  
and economic — to the 1,700,000  
people who have come to Ontario  
in the past quarter century**


a report of  
The Ontario Economic Council





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## FOREWORD

Over the past 25 years more than 1,700,000 people have come to Ontario from virtually every nation of the world.

Foreign born residents of Ontario now represent one quarter of our total population. In Metropolitan Toronto this ratio is closer to one in three. Almost one half of our population increase since 1945 is accounted for by immigration.

This massive infusion of immigrants to Ontario has been accomplished with relatively few economic and social dislocations. Generally buoyant economic conditions throughout this period have created a favourable climate for the reception and integration of the newcomers into the mainstream of our society and most immigrants have made the transition from the old world to the new without serious difficulty.

For the most part, the history of post-war immigration to Ontario has been a story, not of hardship and despair, but of human accomplishment. We have been most fortunate that the immigrant who has come has demonstrated his willingness, indeed his eagerness, to make every effort to adjust to his adopted society. But we must recognize that the current economic outlook suggests that the process of adjustment will be more difficult in the immediate future.

Past success should not, moreover, blind us to the very real problems encountered by the individual immigrant and his family.

This report examines not simply successes but failures; the failures of public policy in Canada, in Ontario, and in our communities to meet the real needs of real people.

Since 1964 the Ontario Economic Council has been concerned with immigration policy. We published a report in 1965 outlining the Council's views on Canadian policy covering the selection and screen-

ing of potential immigrants. We are aware of the changes that have since been made in the federal government's policy.

In this report, however, our attention has shifted. We look at the immigrant's problems through his eyes and attempt to see what must be done to assist him in his efforts to cope with a new and often totally different economic and social environment.

The Council is indebted to Miss Edith Ferguson, a consultant with many years of experience with immigrant problems, for the preparation of this comprehensive report. The recommendations contained in it are fully supported by all members of the Ontario Economic Council.

WILLIAM H. CRANSTON,  
CHAIRMAN

July, 1970



## SUMMARY AND COUNCIL RECOMMENDATIONS

Immigration policy in Canada has been almost exclusively concerned with the establishment of controls over entry.

Once the immigrant has arrived he has, save for job training and placement, been left largely on his own. We have assumed that he would be able to make his own way in adjusting to a new and sometimes inhospitable society.

This is wrong.

Immigrants face severe handicaps in adjusting to situations for which their experience has not equipped them. Coming to Canada with high expectations, they are confronted with strange languages, strange customs, strange laws, and strange environments. We should not assume that they can cope with our society and become "instant Canadians".

One result of our indifference has been to turn the immigrant inward, to force him to find support "from his own people".

Voluntary agencies, working under the constraints of limited staff and funds, have tried valiantly over the years to assist individual immigrants and immigrant groups. They have been financially supported by government, industry and private citizens. These agencies, however, cannot by themselves provide the needed range or depth of services.

The Ontario Economic Council contends that all of us through our governments, labour unions, industrial and professional associations, must strive to facilitate the integration of these newcomers into the Canadian community. We feel, moreover, that, while the provincial government should provide leadership in this task, the ultimate responsibility must be accepted by each and every one of us, acting through all our political, social and economic institutions at the local, provincial and national level.

The Ontario Economic Council stands fully behind its 1965 policy statement on immigration. Since then, however, the Council has become increasingly aware that a significant proportion of new Canadians are unable to realize their full potential because of circumstances beyond their control. That realization is jeopardized by difficulties related to language, cultural conflict and job qualifications.

Apart entirely from considerations of justice and humanity, it makes good economic sense to facilitate the entry of new Canadians into the

work force at levels commensurate with their knowledge, skill and experience. It makes equally good sense to promote the integration of such newcomers into our society and to encourage them to accept the responsibilities as well as the privileges of citizenship.

Generally speaking, the attitudes of both federal and provincial governments and of the people of Ontario toward social integration have been one of indifference. There has been no conscious effort, on a scale commensurate with the size of the immigrant flow since 1946, to engage both native-born and new arrivals in co-operative action to build a cohesive society.

National identity is a state of mind, one which can be achieved only when the majority of the nation's citizens share common goals and aspirations. Representatives of the groups whose origins are neither British nor French frequently urge the need of a clearer national image to aid integration, to maintain unity and to foster national cohesion. We would do well to heed their voices.

We lack a commitment to a policy of ethnic integration in Canada, in the provinces and in our communities. Though programs have been introduced to assist in the economic adjustment of individuals, primarily through manpower and language training, the related social adjustment of the immigrant to his adopted society has been virtually ignored.

It is our belief that the Province of Ontario should now move to provide a comprehensive citizenship program designed to promote integration among all Ontario residents. Education, social welfare, labour, human and civil rights, economic development and all the other services of government should be utilized in a total commitment to build bridges of understanding and involvement.

In the legislation establishing the Department of the Provincial Secretary and Citizenship the following words are used:

"The Minister shall, on his own initiative and through co-operation with the ministers having charge of the departments of the public service of Ontario, with the ministers having charge of the departments of the public service of Canada, with municipal councils, with school boards and boards of education, with other organizations and otherwise, in the cause of human betterment, advance and encourage the concept and ideal of full and equal citizenship among the residents of Ontario in order that all may exercise effectively

the rights, powers and privileges and fulfil the obligations, duties and liabilities of citizens of Canada within the Province of Ontario”.

We believe that the Department, therefore, has the necessary legislative mandate to perform a leadership role. What is now needed is the appropriate financial support to carry out that positive mandate. Any delay in such a current investment of time, energy and tax funds may well lead to a much larger future tax and social cost.

To accomplish this task the following specific recommendations are submitted as essential first steps. We believe that the recommendations contained herein can be implemented without undue cost and we urge the province to begin immediately the job of developing and implementing a “total citizenship policy”.

### **That the Ontario Department of the Provincial Secretary and Citizenship**

1. establish reception services at major points of entry for immigrants entering Ontario; page 18
2. provide orientation programs to assist immigrants with their adjustment to the community and also develop programs to interpret immigrant culture to Canadians; page 44
3. establish, in conjunction with other departments of government, a provincial information service; in partnership with other governments and voluntary organizations give financial support to regional or central information offices, such support to include assistance in the organization of community information services at the neighbourhood level; provide staff to aid in the development of community information centres; page 50
4. continue pilot projects related to language training; page 39
5. continue to foster the expansion of language training for immigrants not reached by existing programs; page 39
6. analyse needs and consult with the Department of Education regarding ways and means of expanding or improving the language training program; page 39
7. continue to encourage voluntary organizations to sponsor programs



taught by volunteers, assist these organizations with teacher training and provide financial support for the supervision of classes; page 41

8. identify those agencies which are assisting immigrants with their integration into the community and provide them with added financial support; page 55
9. add to its staff qualified community workers to assist in the development of citizenship programs at the community level. page 55

### **That the Ontario Department of Education**

1. continue and expand experimental courses in English or French trades terminology and skill adjustment for immigrant tradesmen; page 27
2. encourage and support the expansion of in-plant language training courses; page 28
3. assume responsibility for language training in elementary, secondary, post secondary institutions and adult classes under the jurisdiction of Boards of Education, with particular respect to curriculum planning, maintenance of standards, and teacher training; page 38
4. include in teacher training courses, as a recognized option, the teaching of English or French as a second language; page 39
5. evaluate the effectiveness of various language programs now being conducted and carry out a study of the effect on student progress of such factors as class frequency, timing and location. page 39

### **That Boards of Education**

1. require teachers of English language classes to attend the training course in this subject. page 38

### **That the federal Department of Manpower and Immigration**

1. ensure that all prospective adult immigrants — independent, nominated or sponsored categories — receive counselling to the maximum practicable extent in overseas visa offices; page 15



2. establish more effective controls over the procedures for the admission of visitors and for the processing of their applications to remain as landed immigrants; page 20
3. make specialized assistance available to independent applicants for a period of one year after arrival; refer immigrants in the nominated and sponsored groups intending to enter the labour force to a Canada Manpower Centre for counselling on arrival; page 22
4. make available without restriction training allowances in conjunction with language classes for all immigrants lacking only a knowledge of the language to fit themselves for skilled occupations. page 32

### **That the federal Department of the Secretary of State**

1. make additional funds available through the Ontario Department of Education to support language instruction in areas of high immigrant concentration; page 36
2. share with the Ontario Department of the Provincial Secretary and Citizenship in planning the content and defraying the cost of orientation programs for immigrants and programs to interpret immigrant culture to Canadians. page 44

### **General**

1. That agencies and institutions dealing with large numbers of immigrants employ staff with appropriate language skills and a knowledge of the cultural background of immigrants; page 52
2. that the helping professions — such as teaching, nursing, social work, medicine and law — place increased emphasis on courses in the cultural background of immigrants. page 52



# CHAPTER I

## THE IMMIGRANT IN ONTARIO

This report is about immigrants. It is also about native-born Canadians because immigrants cannot become part of Canadian society unless and until there is integration of all ethnic and racial groups within our borders.

The report is not based on new research. None is needed. For over twenty years there has been a long succession of conferences, seminars and studies on immigration. The needs and problems of immigrants have been enumerated, repeated and repeated. The same recommendations appear again and again. Unfortunately, however, too few of them are implemented.

It is true that Ontario has an extensive language training program. There is no doubt that many professional and skilled newcomers benefit greatly from the manpower retraining programs funded federally and provided by the provincial government. These programs form part of the service needed, the beginning part. They help put the newcomers into productive employment and to begin their adjustment.

But the service should not end there. The immigrant is not merely a manpower unit to be plugged into the production machinery. He is a human being, with a social as well as an economic contribution to make and social as well as economic needs to be met. Our contribution to the social adjustment of immigrants has so far been disproportionately small. Both our federal and provincial governments have assumed that the social adaptation of the three million people who have come to Canada since 1946 can be met primarily by voluntary organizations.

The assumption is unfounded. In small towns or rural areas where the number of immigrants is small in relation to the size of the total community, voluntary organizations may be able to meet the need. But the overwhelming majority of newcomers have crowded into the cities where they have strained public services to the limit.

Millions of dollars are spent each year on public services, on schools, hospitals and housing. Millions more are spent on manpower retraining and language learning. But voluntary organizations do not have

millions to spend. Their budgets move up by small percentages. With burgeoning costs, the value of their dollars is shrinking and of the few organizations there are in the field a number are cutting staff.

There is some outstanding achievement in small overworked groups and valiant efforts on the part of some devoted volunteers, but voluntary organizations are no more able to conduct a program of the size required than to take complete responsibility for the total language training program needed. They, themselves, are the first to acknowledge that the service they are giving is minimal in relation to the overall need. Voluntary organizations can help, but only we, through our governments, have the financial resources needed for the task.

An expanding country like Canada, composed of many disparate ethnic and racial groups, needs a citizenship program, a program of national development, aimed at fostering harmonious co-operation in community affairs among all its citizens. Such a program necessarily involves a co-ordinated plan, encompassing federal, provincial and municipal governments and the people in local communities. It would ensure that the selection of immigrants and the provision of services for both their economic and social adjustment are closely related. It would also help Canadians to discover that national identity which they are always so diligently seeking.

Australia has such a plan, known as the Good Neighbour Movement, in operation since 1950. The government of Australia believes it has a continuing responsibility for the settlement of immigrants because it brings them into the country. When a large-scale immigration program was undertaken, after World War II, Australia launched a nation-wide movement of people and governments at all levels, working together to ensure the speedy and smooth entry of the newcomers into Australian society.

The Canadian government assumes no such responsibility. The federal Department of Manpower and Immigration, as its title suggests, is interested primarily in the economic aspects of immigration, although it disperses grants to a few immigrant serving agencies. In 1969 a committee on the Adjustment of Immigrants was established, in reality a sub-committee of the Canada Manpower and Immigration Council whose function is to advise the department. The legislation under which the Council was set up also makes provision for regional and local manpower committees. These do not, however, relate specifically to immigrants, although the local level is where the social adaptation problems of immigrants show up most clearly.



The only other federal interest in immigrants is carried by the Immigrant Participation Section of the Citizenship Branch of the Department of the Secretary of State. Over 90 per cent of its budget is given to language class programs through a shared cost arrangement with provincial departments of education. It also distributes a few small grants to temporary projects.

No government department is responsible for maintaining an overview of planning for the social integration of immigrants, at either the national or provincial level. There is no national or provincial plan and no budgetary base.

The public is generally apathetic. Many Canadians have no conception of the size of the new population, have never entertained an immigrant in their homes nor carried on a personal conversation with one. Like some immigrant groups they live in their own "closed" communities. They read newspaper and magazine articles which depict the gaiety and happiness of the lives of new Canadians and relate their success stories. They tend to believe that all immigrants are doing extremely well in the new country and are very fortunate to be here. Public education and interpretation are necessary if Canadians are to accept immigrants and make a more favourable climate for their reception into our society.

There is, indeed, hostility in some quarters toward the incursion of "foreigners" who change the character of older neighbourhoods. Some Canadians are shocked to learn that immigrants are getting free manpower training while the federal government is maintaining their families with tax money. Professional associations and trade unions have not been exerting themselves unduly to assist immigrant members of their occupational groups to adjust their skills to Canadian requirements. Associations and unions are, on occasion, accused of discriminating against newcomers.

Government officials at the local level are well aware of the magnitude of the problems of immigrant social adjustment but seldom raise the issue publicly. School teachers are seriously concerned about the difficulties of immigrant children but their activities are limited by boards of education who must be wary because "taxpayers get disturbed about the increasing costs of education". The half dozen social agencies which deal with newcomers are operating on very limited budgets. The same small group of interested persons meet each other repeatedly at conferences and seminars, discuss the same problems,

come up with the same recommendations, and lament that so little can be done. They are helpless, frustrated, and sometimes angry.

A nation-wide program is needed. It is already 24 years and 3,000,000 people late but Canada is likely to be an immigrant target for years to come. While little initiative is coming from the Canadian government, the government of Ontario also has a definite responsibility in this area. It should move immediately toward developing a provincial program, as Quebec has begun to do.

This report is directed primarily toward the people of Ontario and their government. It repeats recommendations often made before. It does so in forthright and uncomfortable terms in the hope that the message will be heard and action will be taken.

## CHAPTER II

### THE CURRENT SCENE

Since World War II Ontario has consistently received well over half of Canada's total immigrant inflow. During the past few years from 70,000 to 110,000 have entered the province annually.

These new arrivals have made a major contribution to Ontario's expansion and development. Immigrant entrepreneurs have brought their talents and their financial assets. They have established businesses and industries and have given employment to thousands of native born and immigrant workers.

Many professional and skilled workers have been added to the labour force. Their training has been paid for by taxpayers of other countries. Unskilled immigrants have supplied most of the labour for the vast expansion of buildings and services, have extracted the raw material from mines and forests and have manned the factories. The vital thrust given to Ontario's economy by the new population has been realized at relatively little cost to the province.

Metropolitan Toronto receives well over half of the immigrants coming to Ontario which during the past few years has meant an intake of 40,000 to 55,000 annually. This happens because of the greater number and diversity of employment opportunities in a large urban centre and also because of the sponsorship system of admitting immigrants which establishes a chain reaction as landed immigrants bring more and more relatives to the same city. The 1961 census revealed that one-third of the population of the Toronto metropolitan area was born outside of Canada. The proportion now is closer to one half. In another few years, at the present rate of increase, the native born population may be in the minority. Who is being integrated into what?

Services for immigrants, inadequate though they may be in some respects, have developed to a greater extent in Metropolitan Toronto than elsewhere in the province. The evidence presented in this report is related mainly to Toronto. It has been assumed that problems found in other places are likely to be present in Toronto, and possibly in more acute form. It is time, moreover, to expand services beyond Toronto to other parts of the province where there are areas of high immigrant concentration.

The immediate needs of the immigrant on arrival are employment and housing. In some cases language training is a prerequisite to employment. These are the concerns governments have recognized and for which they are making provision. There are, however, other less tangible, but very important needs.

### **Immigrant Needs Today**

The newcomer, from whatever country, is moving into a totally new social system. He faces a completely new set of rules with regard to education, social services, the political system, business, accreditation in professions and trades, wage laws, and a host of other matters. His adopted country has different social values, habits and customs to which he must become accustomed.

Some information is provided by the federal counsellor at the visa office. Some is handed out to the immigrant in written form at the time of arrival. But the great bulk of it must be provided after he arrives, and over a period of years.

Orientation courses are useful and should be provided, but no one, including Canadians, can be prepared for every problem. More full time information and counselling offices are required. For the newly arrived immigrant with a language handicap, service should be available, wherever possible, in his native language. Because he needs much help with interpretation, translation, filling in forms and writing letters, the service should be personal and provided at the neighbourhood level.

In a democratic society, citizens are expected to participate in community affairs. This may be a new experience for persons coming from a totalitarian state or for peasants from village societies. Even a sophisticated immigrant from a democratic country will find the method of participation different. Too many immigrants are sitting within their own communities, not only apart from the mainstream of Canadian life but not interested in it. The host society must reach out a hand to bring them in.

Canadian-born citizens from infancy take twenty years or more to become oriented, even with the help of the educational system, their families and Canadian associates. Adult immigrants are expected to gain much of the same knowledge of the society in a year or two, without help, often without the common language, apparently by osmosis.

Among the immigrants are four groups with special difficulties —



the highly skilled, the rural immigrants, the non-white racial groups and youth from all groups.

As described in Chapter IV, professional and highly skilled newcomers have severe difficulties in entering their own occupations. Once this has been accomplished, however, they quickly become independent, and no longer need any more helping services than the native-born. But they still frequently find it quite difficult to break into Canadian society. "How does one meet Canadians?" they ask. It is not uncommon for immigrants to be in Canada for years before seeing the inside of a Canadian home.

Among these highly educated persons is a great reservoir of potential leadership which should be sought out and used, both by government and voluntary organizations. They know their own ethnic groups. They have become acquainted with many facets of Canadian life. They are in a unique position to interpret and build bridges between their society and the Canadian one and to give leadership to both.

Ontario has received a large number of immigrants from impoverished rural societies, not just thousands, but several hundred thousand. These people need a great deal of help but little Canadian service is provided for them.

Most of them have been nominated or sponsored by relatives. These relatives are expected, not only to find employment and living accommodation for the newcomers on arrival, and to keep them off the public welfare rolls, but also to provide them with necessary guidance for their social adjustment.

Because their relatives are expected to assume so much responsibility, these immigrants are likely to get less counselling at the visa office than those who are accepted on their own merits. Nominated persons are not referred to a Canada Manpower Centre on arrival. For this reason, and because they are not educationally equipped for skilled jobs, they are not likely to be referred to manpower retraining courses. Unfortunately they are less inclined to attend evening language courses than other immigrants.

The social adaptation problems of this group are many. From remote villages where they still cultivate small plots of land with the hoe they are suddenly catapulted into the midst of a complex industrialized society. Their relatives are not capable of giving them the help required. Indeed, the nominators and sponsors, themselves, need the same kind of assistance for at least several years after their own arrival.

The initial settlement of unskilled immigrants may seem to have been a relatively inexpensive operation for Canada. In the long run it may be quite the opposite.

The number of non-white immigrants — the third category — is growing and will likely continue to do so. The European economy has recovered since World War II and much surplus population has been drained off. Canada can no longer expect such a large proportion of immigrants from that continent. In 1969, 15 per cent of the total inflow was from Asia and eight per cent from the Caribbean.

While Ontario is fortunate in having a Human Rights Commission which deals with flagrant and easily identifiable cases of discrimination, it is more difficult to cope with subtle slights and the cold shoulder treatment, or with persons who have become oversensitive as a result of such treatment. A leader in a community centre recently commented that the referee in a basketball game between teams of two different races found himself accused of discrimination when he removed two players on one team who were over the age limit. His decisions were questioned throughout the game although he was making the utmost effort to be fair.

Canada is putting together a mixture of racial and ethnic groups without any definite plan for easing human relationship between them. We have watched violent conflict in the United States and have had a taste of it in Canada. As more diverse human elements are added to the population there is always the possibility of the situation becoming more tense. In the United States, community services with huge amounts of government aid were set up after riots. What citizenship program are we sponsoring to prevent trouble? So far, just language classes.

Adolescents and young adults from many immigrant groups are also in trouble. So are the native-born, but the immigrants have some added strikes against them.

Teen-agers have been uprooted from their surroundings without any volition on their part and thrust into a strange environment. They have few if any friends and are lonely. Sometimes other students laugh at their clothes or their names. They cannot speak the language of the community, do not understand what is going on and feel stupid.

While they are learning to fit into the new school and, by trial and error, how to behave in the new community, there are tensions at home.

The family is living in crowded quarters. Parents are getting used to new jobs, new neighbours and new habits of living. All this results in a measure of confusion and anxiety.

As time moves on young immigrants begin to be aware that other teen-agers enjoy a different kind of social life, that courtship patterns are different, and that parents in one ethnic group often do not approve of their sons and daughters mingling with young people in other ethnic groups. This causes special anxiety and, indeed, results in tragic experiences for young people in minority groups. Parents disapprove of the Canadian style of life which their children are adopting, and, in some instances, bring strong pressure to bear on them to adhere to the customs of their own people.

Teen-aged girls whose parents come to Canada from remote villages are having a particularly hard time. They would like to wear cosmetics and mini-skirts, go to school parties and date without parental supervision as Canadian girls do. A teacher tells of a 15-year-old girl who wishes to remain in school but her parents intend to remove her at 16. They have chosen a husband for her whom she hates and are busily arranging her wedding.

Boys in these families have more freedom but, if working, are expected to turn over pay cheques to parents to help pay the mortgage. They would like pocket money to spend as Canadian boys have, and, of course, they would like to own motorcycles and cars. When offences occur, it is not surprising that auto theft ranks high on the list. One immigrant youth was asked by two acquaintances to go for a car ride. He did not know the car was stolen and, when caught, did not know how to defend himself. His parents were very disturbed but could not speak English, knew nothing about the course of the law, and did not know how to help him. There is much affection and strong family loyalty in these groups and the situation is one of severe conflict.

The answers to these problems are not easy and many will not be solved satisfactorily in this generation. In the meantime, both parents and children are suffering. Parents are using the methods of child-rearing which they know and are bewildered because they no longer work. Some children throw out the standards of their parents entirely and have nothing to replace them. Our young people, whatever their national origins, are our most valuable resources and must not be neglected. Canada's future is theirs and its problems will be theirs to deal with.

The organizations which might be expected to assist the immigrants are mainly voluntary social agencies, ethnic organizations and churches.

Most voluntary agencies are used very little by immigrants because they do not need the particular kinds of service such agencies offer. The latter were set up to meet specific problems of health, delinquency or dependency, and the bulk of immigrants do not have these problems. If they had, they would have been screened out of the immigrant flow. What they do need, in great quantity, is information, counselling, help in making use of regular government services, and assistance with their integration into the Canadian community. For many it should be provided in their native language.

Only five agencies in Ontario have been set up specifically to meet these latter needs, and between them they have fewer than 30 employees, including clerical staff.

### **Role of Voluntary Organizations**

The International Institute of Metropolitan Toronto provides an information and counselling service, sponsors social and cultural activities, rents space to the Citizenship Branch for daytime English classes, and conducts English tutorial classes in the evenings.

COSTI in central Toronto is the abbreviated form of a name which, translated roughly, is Italian Education Promotion Centre. Its chief aim is to further the education of immigrants and, although it originally was established to serve Italians, it is now open to all ethnic groups. In addition to its education program, which is described elsewhere in this report, it operates three rehabilitation shops for injured workmen, and also rents space to the Citizenship Branch for English classes. COSTI also operates a one-man service in Hamilton.

The Jewish Immigrant Aid Services, Toronto, supplies a complete service which probably reaches all new arrivals of the Jewish faith and meets the bulk of their needs. The service is supplied in other major centres of Ontario through other Jewish agencies.

The Immigration Section of the Catholic Family Services, also based in downtown Toronto, makes a significant volume of travel loans to persons wishing to nominate or sponsor relatives and conducts an information and counselling service.

International House in London, Ontario, offers English classes, information and counselling services, and a social and cultural program.

Other agencies in Toronto giving a considerable amount of service to immigrants are the St. Christopher Settlement House located in a



Portuguese neighbourhood; University Settlement in the Chinese district; and the Travellers' Aid Society, contributing about one quarter of its service to immigrants. The Family Service Association offers the same type of counselling service for individual and family problems which it gives to the native-born. It does not deal with a large number of very new arrivals who need help with initial settlement problems. The Information Service of the Social Planning Council of Metropolitan Toronto is adding multi-lingual staff to increase its service to immigrants. The West End YMCA, situated in an Italian district, has employed an Italian worker to develop a special program for immigrants.

A few "Y" branches across the province have organized special activities for immigrants, such as English classes or a weekly social program.

But these services meet only a small proportion of the need and these agencies are unknown to many immigrants.

There are literally hundreds of ethnic organizations in Ontario. Metropolitan Toronto alone has over 80 Italian ones. The great majority of the ethnic organizations are social clubs, organized to bring together several times a year people from the group, or perhaps from one town or district in the old country. There are political clubs, sports clubs, cultural groups, professional associations and welfare organizations.

It is quite impossible, without an exhaustive study, to attempt any evaluation of the contribution made by these many ethnic organizations to the settlement of their groups. Certainly, they perform an extremely valuable function in providing comfort, friendship and social outlets to newcomers. Every group of any size has a welfare organization. Some of these supply a great deal of counselling and material help, but not all are capable of doing so. To give this kind of assistance, an ethnic group must be reasonably united, must have an administrative organization, must be sufficiently well established to have produced leadership, and be willing and able to assist its fellow countrymen.

A few organizations meet these requirements but most are divided on the basis of political, religious, geographical, linguistic or ethnic groupings within the country of origin. Voluntary self-help is a familiar North American pattern but unknown in some other countries.

The Italian Immigrant Aid Society in Toronto is the only ethnic organization in Ontario with a paid staff. It employs one counsellor and one office secretary. It might be noted that the Italian Government

provides two counsellors in Toronto to assist immigrants, and supplies a rent free building and a substantial grant to COSTI.

In several cities in Ontario, inter-ethnic councils have been formed to deal with common problems or to conduct joint social activities, such as the Brantford Citizenship Club and the Good Neighbour Association of St. Catharines.

There are many "ethnic" religious congregations in Ontario. Metropolitan Toronto alone has over 130, some of them small and still without church buildings of their own. Some churches are definitely labelled with the national tag, such as Estonian Lutheran or Hungarian Presbyterian. Others merely happen to be located in districts inhabited largely by one ethnic group. Clergy from the old country are often brought out to help meet the needs of growing congregations.

Women's and men's church groups are active but some churches are almost entirely composed of newcomers and few are left to do the helping. A few churches conduct language classes. The clergy do counselling and interpreting, the amount depending on their interest, the time at their disposal and their own degree of adjustment. They are very busy with burgeoning church memberships. Some are new arrivals themselves, still learning the language and getting used to the community.

In most Roman Catholic dioceses in Ontario there is a director of immigration responsible for providing services to the larger ethnic groups in the community. The Baptist Women's Missionary Society employs four immigration workers in Ontario. In Hamilton the Anglican Diocese of Niagara purchased a building in an ethnic area in 1968. This building is known as St. Matthew's House and is used as a co-operative community centre. One Lutheran Pastor has been assigned the task of assisting immigrants. The Salvation Army has a small immigration centre in Toronto. Many Protestant congregations have little contact with immigrants because the latter are inclined to attend their own ethnic churches. The United Church particularly receives little of the immigrant inflow because it does not exist in their countries of origin. Orthodox churches are set up on a national basis.

The Jewish community gives a complete service to its new members, and is financed completely by the Jewish community. New Asian groups are mainly non-Christian.

An organization known as the Inter-Faith Council is described later in the section dealing with reception. It employs one part-time worker in Toronto.

## **Role of the Ontario Government**

At present a number of departments of the Ontario Government have special functions in relation to immigrants.

The Department of Trade and Development has an Immigration Branch which conducts a program of selective immigrant recruitment. Its purpose is to assist Ontario employers who find it difficult to obtain skilled manpower essential to their operations.

The Branch advises employers of procedure, cost and probable effectiveness of overseas recruitment projects. It prepares and distributes promotional literature through its own offices in Britain or through Canadian Immigration representatives in other countries. Its officers, on request, do initial screening of applications, counsel prospective immigrants and, in co-operation with Canadian Immigration authorities, do follow-ups, make travel arrangements, and introduce immigrants to employers.

The Citizenship Branch of the Department of the Provincial Secretary and Citizenship spends the major part of its budget on language training for immigrants. This program is described in more detail in a later chapter. The Branch has an extensive translation service and publishes brochures describing Ontario government services in 13 different languages.

The Department of Education is involved with immigrant education and training. The Department of Labour has a vital concern in employment training because of the large number of immigrants in the Ontario labour force.

But there is no integrated government policy designed to facilitate the successful integration of immigrants into the structure of the province. Programs related specifically to immigrant needs are dispersed within the jurisdiction of several different government departments. No co-ordinating agency or single government department is at present maintaining an overview of the total situation. Under existing legislation the appropriate body would appear to be the Department of the Provincial Secretary and Citizenship.

## CHAPTER III

### ADMISSION

Admission of immigrants is a federal responsibility. The role of the Ontario government begins only after the immigrant arrives in the province. But his situation after arrival can be better understood if introduced by a description of the methods by which he is selected, the counselling received in the country of origin, his reception and post-arrival counselling.

This report follows his progress, in approximate chronological sequence, from his interview in the visa office to his eventual entry into the Canadian community of his choice.

At the visa office the prospective immigrant is making one of the most important decisions of his life. Good counselling at this point is crucial. If he receives accurate information about employment opportunities, working conditions, wage rates and housing he is in a much better position to decide whether or not to emigrate. He will know which province, if any, is likely to recognize his qualifications, or if he must write examinations in order to be able to work in his own occupation. He will be told which location will offer the best employment opportunities for a person with his training. Some knowledge of wage rates and the cost of living will help a married man decide whether to take his family with him or to send for them after he becomes established.

The Department of Manpower and Immigration recognizes three categories — the independent applicant, the nominated immigrant and the sponsored immigrant.

The independent applicant is a person whose academic and occupational training, as well as his personal assets, appear to equip him for life in Canada with a minimum of initial help. He is usually a professional or highly skilled individual. He may be a person with financial assets who plans to establish a business or an industry.

A nominated or a sponsored immigrant comes as a result of an application made on his behalf by a relative already in Canada. The nominated are generally those planning to enter the labour force, and the sponsored, except for older children, are those not so destined,



people such as parents, grandparents and younger children. The relative guarantees that a person he nominates, and that person's dependants will not become public charges for five years. For a sponsored relative he takes complete financial responsibility for all time.

Selection of immigrants is based on a number of criteria. The independent applicant must obtain a higher number of assessment units than the nominated relative. He is allotted a specific number of points for education and training, occupational demand, occupational skill, arranged employment, knowledge of French or English, the existence of a relative in Canada to help with his establishment, the employment opportunities in the area of his choice and personal assessment made by the visa officer.

Only five of these factors apply to nominated relatives — education, personal assessment, occupational demand, occupational skill and age.

The independent applicant is anxious to get reliable information and usually receives considerable attention from the visa officer. The nominated and sponsored immigrants get less counselling, and, in some countries, this appears to be limited to what is needed for filling the necessary forms. Relatives who sponsor them are expected to be their counsellors.

Among the nominated immigrants are a considerable number of tradesmen. Some of them do not meet the requirements demanded of independent applicants because their basic education is low and their certification may well have been obtained through on-the-job training rather than through formal apprenticeship. After arrival they experience substantial trouble in meeting Ontario licensing requirements. They need as careful selection and counselling as independent applicants. For this reason it is recommended that prospective adult immigrants — independent, nominated or sponsored — each receive counselling to the maximum practicable extent.

## **Reception**

The entry of an immigrant into our society is, or should be, an important occasion for him. He should know that the governments of this country and of this province have recognized his coming and have certain expectations of him as a potential citizen.

The federal government has no standard procedure for receiving immigrants. Practices differ at different points of entry and seem to have evolved out of local practice. The Government of Ontario makes no provision for formally welcoming newcomers except for that rather

small proportion whose employment has been pre-arranged by the Immigration Branch of the Department of Trade and Development.

Some 80 per cent of all immigrants arrive at either Dorval or Malton International airports. In 1968, the ratio was 165 daily for Dorval and 120 for Malton. The number coming directly to Malton is increasing and many arriving at Dorval re-embark for the Toronto area.

At Montreal's Dorval airport, when immigrants pass customs and have passports stamped by an immigration officer, they are referred to red-uniformed, multi-lingual hostesses from the federal Department of Manpower and Immigration. These hostesses give them application forms for family allowance, for social identity cards and for health insurance plans. Immigrants remaining in the Province of Quebec are passed on to blue-uniformed hostesses, representing the Quebec Immigration Department, who give them further assistance. Those proceeding farther are helped with plane or train connections.

In Toronto there are no such reception arrangements. Prior to April 1st, 1970, immigrants arriving on direct overseas flights were received by representatives of three different departments of the Canadian government. The immigration officers checked entry documents and handed out information material; the customs officials checked baggage; nurses representing the Federal Department of Health and Welfare ensured that vaccination certificates were in order. One or other of these officials also conducted a check on behalf of the Department of Agriculture to make sure that no prohibited plants were being brought in.

For the stated purpose of efficiency, this procedure was changed on April 1st. There is now a primary inspection line manned only by customs officials who perform the functions formerly carried by all four government departments. If an official feels that an immigrant needs more specific attention from one of the other departments he refers him to the appropriate official in a secondary inspection line.

Under the new procedure the reception of many immigrants is the sole responsibility of a customs official. This raises the question as to whether such an official can operate effectively as an enforcement officer and, at the same time, as a welcoming host.

The nominated and sponsored cases are quite unlikely to get any other welcome than that provided by the customs official. They are whisked away by relatives who have come to meet them and may never encounter a government official again until they apply for citizenship.

The independent applicant is likely to get more attention. If he has

no friends or relatives, he is referred to a hotel. He is given a referral slip to the Canada Manpower Centre for help with employment and housing. Passengers travelling to other centres outside of Toronto are assisted with arrangements if they need help.

Immigrants arriving on domestic flights from Montreal, however, enter the airport terminal at the second level where there are no government officials. Canadians travel on the same flights and there is no way of distinguishing immigrants from Canadians. If there is no one to meet the new arrivals and, if they have problems, they are assisted by the multi-lingual worker at the Travellers' Aid desk. This desk is manned by employed staff until 5:15 p.m. Monday through Friday, and by volunteer staff until 8:00 p.m. in the evenings of the same days and a few hours on Saturday. Outside those hours an immigrant in trouble must depend on some kind-hearted bystander noting his plight and shepherding him along corridors and by elevators to an immigration official on another floor.

This is a poor welcome for prospective citizens. The province should establish a presence at Malton to greet newcomers, and should enter into negotiations with Canadian officials at Dorval to ensure that Ontario-bound immigrants receive needed information and assistance.

An additional building for the accommodation of passengers is under construction at Malton and will be opened in 1972. Arrangements should be made now for adequate reception arrangements in the new facilities.

Other immigrants enter Ontario at other air terminals, at railway and bus stations. Canadian Immigration officials at entry points arrange by telex to have them met when this is necessary. In the busy season, particularly in the congested situation at Malton, it is sometimes very difficult to make certain that the telex reaches the point of destination before the immigrant.

The communications service recommended later in this report includes multilingual information centres in major cities. When these are established, each immigrant, at the point of entry, would be provided with a brightly-coloured pocket-sized card, bearing the address and telephone number of the service in the city to which he is travelling, and the word INFORMATION, which is recognizable to most Europeans. Informative material relative to life in Ontario would be provided in major languages, and would include the address of the local Canada Manpower Office.

At the local community level, in centres where the number of immigrants is sufficient to warrant such a service, an effort is being made by Committees of the Inter-Faith Council to welcome new arrivals. The Council is a national organization, composed of representatives from the major religious faiths.

Names of all new arrivals are obtained from the Department of Manpower and Immigration. Inter-faith Committees recruit volunteers from local churches and synagogues who call on all newcomers in their neighbourhood, regardless of religious affiliation. They leave leaflets in ten or twelve languages, offering help and listing the names of people from various ethnic groups who are ready to give assistance.

Religious organizations feel a moral obligation to offer the hand of friendship to immigrants. In smaller communities the plan provides immigrants with neighbourhood contacts. Organization of the service is still underway in larger centres. While some newcomers in the cities will appreciate the welcome and use the assistance, the colossal amount of post-arrival service required demands a full time, multilingual staff. The alternative is an army of volunteers with language skills and they are simply not available.

Recognizing the significance of the arrival of immigrants in Ontario, both to the immigrants themselves and to the province, it is recommended that the Department of the Provincial Secretary and Citizenship, on behalf of the Ontario Government, establish reception services for immigrants entering Ontario.

### **Visitors or Immigrants?**

Since October 1, 1967, it has been possible for any visitor to Canada to apply for landed immigrant status after arrival. Prior to that date, regulations required all applicants for immigrant status to present visas. Those visitors wishing to remain as immigrants who did not have visas were obliged to return to their countries of origin and make application at a Canadian visa office. This is no longer necessary.

The former procedure exerted hardship on bona fide visitors who decided to make Canada their home. It also resulted in many visitors remaining illegally. The new procedure was intended to meet public pressure for a relaxation of the regulations and to prevent irregular practices. Since its introduction, however, the tremendous volume of applications for landed immigrant status made by visitors has caused serious administrative problems. The new policy has not by any means removed irregularities.



A visitor may buy a three month return ticket to Canada without obtaining an immigrant visa. If he makes application to remain as an immigrant he is given an appointment for an interview which, with the present backlog, may necessitate a wait of three to four months. During this period he is not permitted to work. If he is accepted at the time of his interview, he is given a work permit which will allow him to take employment immediately.

If he is refused, he is asked to leave the country voluntarily, and is given a check-out date, allowing him a couple of weeks to leave. He may appeal this decision, as a great many do. He will then have to wait a few weeks for his appeal to be heard. If his appeal is refused, he may decide to stay illegally. If caught, he faces a deportation order. If he works during the period when he has only visitor status, this is also cause for deportation.

He can appeal a deportation order. His case must be heard by the Appeals Board. With the present backlog, he may wait 18 months or possibly longer. In 1969, 2684 appeals were heard by the Appeals Board and by April, 1970, there was a backlog of around 2300 waiting to be heard. During the waiting period, the applicant is given a work permit because it is considered unjust to penalize him for a situation which is not of his own making. With this type of procedure, a person who is facing a deportation order may work 18 months or more. During the same time legal immigrants may be unemployed.

In villages and towns in other countries, the grapevine spreads the news that it is quicker to go to Canada as a visitor and make application to remain than to apply at the visa office and face a long wait. When 50 or 60 visitors arrive on one plane, each with three month tickets, as can and does happen, and if most of them are young men with little or no occupational training, the circumstances raise some speculation.

Can these workmen really afford a three month holiday? Have they fat bank rolls or wealthy relatives? How can any check be kept to ensure that they are not working while waiting for an interview?

All visitors get visitors' control cards which they are expected to drop in a box at the point of departure. But there is no obligation to check with immigration officials when making the return trip. Visitors may lose cards or forget about them. As tens of thousands of visitors enter Canada annually, checking the return of all visitors would require a major effort.

A person remaining in Canada illegally may readily get a job. Many employers do not ask to see work permits and will obtain a social

insurance number for a new employee without questions. This enables him to register for unemployment insurance and other benefits although his unemployment insurance credits will count only from the date when he has obtained legal status as a landed immigrant.

He is, nevertheless, in a vulnerable position. He is ready prey for unscrupulous employers who can exploit him, knowing that he is unable to complain. He lives in constant fear of being discovered. He must keep on good terms with relatives, neighbours and fellow workmen. Persons working illegally usually come to the attention of the authorities through a tip-off from informers living or working in close association with them. For a person living in grinding poverty, even for one who has been refused at the visa office, the venture is still probably worth a try. Even if one is deported after two years of working in Canada, the money he has accumulated may be more than he could save in ten years in his native land.

Tightening of controls will require more staff and, therefore, more money. But if Canada wishes to admit immigrants, personnel must be supplied to do it in orderly fashion. There are too many loopholes which permit irregularities. The privilege of living and working in Canada should not be so cheap.

The federal Department of Manpower and Immigration is urged to establish more effective controls over the procedures for the admission of visitors and for the processing of their applications to remain as landed immigrants.

## CHAPTER IV

### EMPLOYMENT AND TRAINING

On arrival the independent applicant, if he needs help, will get special assistance from the local Canada Manpower Centre in finding a place to live and in locating his first job.

In the former federal Department of Citizenship and Immigration, the Immigrant Settlement Branch operated a special service for independent applicants for one full year after arrival. During this period, immigrants could call on the services of an Immigrant Settlement Officer. The latter became a specialist in assisting immigrants. The support he provided was a strength to the newcomers and an aid to their social adjustment.

At that time Canadians seeking employment were served by the National Employment Service which operated under the federal Department of Labour. Nominated or sponsored immigrants were assisted on the same basis as Canadians if they came to an N.E.S. office. Larger offices had a Special Services Department which gave special help to hard-to-place applicants such as the physically or psychologically handicapped, youth, senior citizens and released offenders. Counsellors became specialist in these areas, well acquainted with the particular problems of the group for which they were seeking a solution.

They sought out employers who could or would use employees with a specific type of handicap.

When the new Department of Manpower and Immigration came into being, the Manpower Branch took over all job placement responsibilities and special services in most Manpower Centres were abandoned. Under the present system the same counsellor is expected to be able to advise anyone who walks in the door, regardless of his occupational skills or handicaps or whether he is a newly arrived immigrant or a native-born Canadian. In smaller offices, specialization may be a luxury but, in larger offices, it should be both practicable and desirable. The main office of the Canada Manpower Centre in Toronto, fortunately, still has an immigrant section, with multilingual counsellors to help independent applicants.

The independent applicant, however, can no longer count on the support of a settlement officer for a full year after arrival. He will be assisted in finding his first job and, if he needs financial assistance in the meantime, a living allowance will be provided for him and his family. If his first employer does not retain him, the Manpower Centre will continue to help him.

If he decides to leave his first job of his own accord, his case will be reviewed. He may continue to get help with placement over a period of time, or he may lose his living allowance and get much less in the way of counselling. He may, for instance, no longer be counselled in an Immigrant Section, but be referred to the general office. If he cannot find a job, has no funds to support himself, and no relatives to help him, he may eventually have to apply for public assistance.

It is recognized that there is always a percentage of persons who are hard to place, but perhaps these are the ones who need most help, and are most likely to appear on the public assistance rolls if they do not receive it. It is probably cheaper and more useful to give them some specialized counselling. There are some, too, who run into very difficult and unhappy initial employment situations and need another chance.

The nominated applicant is not referred to a Manpower Centre and the Department of Manpower and Immigration does not take responsibility for finding him his first job. His relatives can, of course, take him to a Manpower Centre, and he can expect to receive the same assistance as any Canadian. But the relative who nominated him is normally expected to assist the newcomer in finding employment.

These nominated applicants need counselling too, particularly those who expect to become licensed tradesmen. Too often their relatives are not equipped to help. They are also subject to considerable exploitation because of their ignorance of wage laws and their own rights. They should at least know that there is an employment office to which they can turn.

Because of the special need for employment assistance, particularly during the immediate post-arrival period, it is advocated that the federal Department of Manpower and Immigration make specialized assistance available to independent applicants for a period of one year after arrival; and that immigrants in the nominated and sponsored groups intending to enter the labour force be referred to a Canada Manpower Centre for counselling on arrival.



## **Equation of Professional and Trades Qualifications**

Some highly skilled immigrants have been lucky enough to get lucrative positions quickly. But more normally they experience several very difficult years before they can enter their own occupations. Some never do so.

Most skilled persons must pass qualifying examinations to obtain the licences or certificates required by law or custom. They are likely to have been out of school for some time and to have a language handicap. Some received training in schools whose standards are below those in Ontario, or where different techniques are used. When they have no financial resources, they are often forced, at least temporarily, to accept a lower standard of living than that to which they have been accustomed. Those who come from countries where professional people have a very high status feel deeply humiliated. Some face long separations from their families. They do not bring them to Canada because they cannot earn enough to support them.

The International Institute of Metropolitan Toronto cites a few of the cases on its current records. Two are mechanical engineers, in Canada six or seven months, one working as a labourer, and the other supported by his wife. A forestry engineer, two years in Canada, is employed as a carpenter, and a marine architect, also two years in the country, as a security guard. A doctor with 18 years experience, who came in 1967, has failed his qualifying examination three times. His wife has supported the family since they arrived. Any agency dealing with immigrants can supply similar illustrations.

Through the years highly skilled persons have complained bitterly that they were not given a realistic picture of the employment situation, and of the difficulty of practising in their profession. Some have returned to their countries of origin. This is an economic loss and bad publicity for Canada. It may be that some visa officers in the past have been over zealous in describing the advantages of living in Canada. It is well known, however, that immigrants eager to come to Canada will hear only what they want to hear.

The Department of Manpower and Immigration has now instituted procedures to ensure that professional applicants get as accurate information as possible.

If a visa officer is at all uncertain of the applicant's ability to qualify, he asks him to send his curriculum vitae to the appropriate professional association in the province in which he intends to locate, requesting an

appraisal. This helps to screen out those with training standards below those in Ontario. If he still insists on coming, he is at least aware that he will have difficulties.

Professionals are also required to sign a statement declaring their willingness to take alternative employment if they cannot begin immediately in their own profession. Manpower centres try to place them in related work, if this is at all possible, referring them to their professional associations for registration and counselling. Some immigrants still insist on applying for jobs where they can use their professional skills and are seriously disappointed when they cannot find them.

There is no similar job counselling procedure overseas for tradesmen. The barriers to such have so far proven insurmountable. Even within the same trade union and in the same province policy with regard to membership varies from city to city. Some tradesmen who are qualified in their country of origin register as apprentices. Some work as labourers until they can pass qualifying examinations.

In 1969 the Department of Manpower and Immigration began an investigation of the licensing practices and regulations of trades and professions in Canada. At present five professions and five trades are being studied with the full co-operation of the Department of Labour in Ontario and Quebec. It is planned to extend the study to other provinces. Information is being gathered about licensing practices and about the extent to which Canadian professional associations and regulating bodies recognize foreign qualifications. It will also estimate the losses sustained by the Canadian economy by undue delay or non-recognition of foreign qualifications.

The second phase of the study is the equation of qualifications of professional persons and tradesmen in their countries of origin with those in Canadian provinces. Information concerning required qualifications is already being accumulated in other countries. The total task of equating qualifications will be a long and complex procedure but must be done. When it is accomplished the process of placing the immigrant in his own occupation will proceed much more quickly.

Professional associations and trade unions are frequently accused of discrimination against immigrants. Newcomers feel that qualifying examinations are unnecessarily restrictive. The report of the study recently conducted by the Ontario Government's Committee on the Healing Arts, for example, criticized the medical and dental professions for restrictive practices which kept foreign-trained professionals out of Ontario.

Tradesmen believe that trade union controls are manipulated to work against them.

A newly arrived immigrant, well qualified as a tradesman in his own country, may register with the Department of Labour as an apprentice, find himself a job and lose it in a couple of weeks because the union forces his employer to discharge him and employ someone of the union's choosing. He will probably be told that the other apprentice has been waiting longer for an opening.

A number of unions set their own qualifying examinations which the apprentice must pass in addition to those given by the Ontario Department of Labour.

Tradesmen from countries where union fees are nominal think they are excessively high in Ontario. Even in the non-certified trades, such as bricklaying or plastering where no licence is required, a newly arrived immigrant may have to save for some time before he can pay the initiation fee, which may be as high as \$100. Some new Canadian unions are being formed in these trades, mostly by immigrants.

One of the most common and most frustrating experiences for immigrants seeking employment is to be turned down because of lack of Canadian experience. They naturally view this simply as an excuse for excluding them.

### **Skill Adjustment**

The equation of professional and trade certificates would make it possible to plan skill adjustment courses to meet the needs of specific ethnic groups. These would enable immigrants, whose training does not coincide with that offered in Ontario, to fill in gaps or strengthen weak areas without repeating a full course or a large portion of it. For instance, an auto-mechanic from Yugoslavia might need to learn more about the electrical parts of a car, but an auto-mechanic from Italy might need to become better acquainted with automatic transmission.

Manpower retraining courses provide all the additional help some immigrants need, but they do not meet the requirements of others.

A special arrangement was made in 1969 for the retraining of 16 refugee dentists from Czechoslovakia who had failed qualifying examinations in Ontario. The course was possible only because of a fortuitous combination of circumstances through which classroom space, equipment and instructors were available. These are in short supply in most universities. The course was highly expensive.

COSTI, an organization which specializes in helping immigrants improve their education and training, has experimented with various types of upgrading. It has, for example, been active for the past seven years in persuading secondary school authorities and Colleges of Applied Arts and Technology (previously Provincial Institutes of Trade) to provide night courses to upgrade unskilled workers. The workers are made semi-skilled through courses in welding, electrical construction, auto-mechanics and blueprint reading. COSTI recruits the students, registers them, collects fees and sometimes finds bilingual instructors. Some classes are held in English, some in Italian, some are combined English and trade courses.

Through similar arrangements COSTI has established pre-apprenticeship courses to upgrade students to Grade 10 standing in English, mathematics and science so that they may enter apprenticeship.

There are 15 trades\* in Ontario known as the "certified trades". Any immigrant who claims to be qualified in one of these trades in his country of origin must pass the same Ontario Department of Labour examination as a Canadian in order to get his certificate and be permitted to practise that trade. These examinations are referred to by the Department of Labour as certificate of qualifications examinations or more often simply as qualifying examinations. The immigrant may write the examination in English or with the assistance of an interpreter.

Those who plan on writing the examination in English have special difficulties because of their language handicap. COSTI, recognizing these difficulties, made an arrangement with the York Borough Board of Education to conduct special courses to prepare immigrant tradesmen for the qualifying examinations. They have called the courses "pre-certification courses".

The pre-certification course is of critical importance. Yet the rate of failure for those men who claim qualifications in their own country is extremely high. They are permitted to write the examination only twice. If an interpreter is used at the examination, he must be someone unfamiliar with the trade so that he cannot help supply the answers. Unfortunately, because he does not know the terminology of the trade, he makes a poor interpreter. There is a strong suspicion that interpreters often are acquainted with the trade and that those

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\*The certified trades include plumbing, steamfitting, the electrical trade, the sheet-metal trade, refrigeration and air conditioning, barbering, hairdressing, watchmaking, and several kinds of motor vehicle repair.



who pass the examinations do so on the interpreter's knowledge rather than their own. The practice is obviously open to exploitation. Some interpreters charge exorbitant fees. Irregularities are suspected and sometimes caught.

The most effective method of testing tradesmen is through a practical examination. But with 20,000 to be examined each year in Ontario, this is administratively well nigh impossible.

In 1968, the Curriculum and Standards Division of the Industrial Training Branch of the Ontario Department of Labour decided to establish an experimental course in trades terminology for immigrant tradesmen. The course was conducted at the International Institute of Metropolitan Toronto. Co-operating in the project were the Department of Manpower and Immigration, the Ontario Department of Labour, the Ontario Department of Education, the Ontario Department of the Provincial Secretary and Citizenship, the International Institute and COSTI. The course ran four nights a week for 20 weeks, and there were 170 students. The latter were qualified tradesmen in their own countries and were from five different trade areas. Most of them had already failed to pass the Ontario certificate of qualification examinations in their trades. Research on the project was conducted by the Ontario Department of Labour.

The purpose of the study was to gain some idea of the causes of failure and to identify areas of weakness in trade knowledge. The students first took basic English then trades terminology, after which they wrote their qualifying examinations. The rate of success on examinations varied between trades but the rate of failure still averaged 75 per cent across the five trades. The experiment was nevertheless quite valuable in pinpointing areas of weakness.

In September, 1969, Toronto's George Brown College of Applied Arts and Technology opened a course in trades terminology which is conducted three nights a week. The results of the pilot project described above were used in planning the course. To date there has been a total enrolment of approximately four hundred. It is expected that further information obtained from these classes will be useful as a basis for planning quick skill adjustment courses. For this reason it is urged that the Ontario Department of Education through the Colleges of Applied Arts and Technology, continue and expand experimental courses in English or French trades terminology and skill adjustment for immigrant tradesmen.

## **In-plant Training**

A variety of in-plant training programs are provided through the co-operation of government, management and trade unions. Those provided exclusively for immigrants are English language classes. They are offered under a diversity of administrative and cost-sharing arrangements involving different government departments. The company provides space and some working time in terms of wages or time off. The cost of instruction is paid by the Department of Education.

These classes offer a number of practical advantages. Their convenience to the worker is an important factor. He does not have to get dressed up and go out to a class in the evening. Consequently attendance is more regular. The surroundings are familiar and the atmosphere relaxed.

The subject matter can be directly related to the job situation. Plant procedures, safety measures and information about the union are included in the course content of language classes.

The rapport developed through the classes creates a better working atmosphere, and the course leads to improved quality and increased production. The immigrant student learns to adjust to his group, to the union and to society. One of the problems in the language classes is the difficulty of conducting a standardized course when there is a diversity in the age, the ability and the nationality of the students. From the employer's point of view, there is a disadvantage in the fact that the employee, as a result of his training, has more opportunities open to him and may seek a better paying job elsewhere.

The courses are effective in upgrading the labour force and plant operations generally and probably result in an improvement in labour conditions.

The value of these courses indicates that the Ontario Department of Education should support the expansion of in-plant language training courses.

## **Manpower Retraining**

The Occupational Training Act of 1967 has made retraining courses available to Canadians and immigrants alike. The courses are conducted in Ontario by the provincial Department of Education. The federal Department of Manpower and Immigration purchases the service and all referrals are made through Manpower Centres. Most of the courses attended by immigrants are in language training and are discussed in the following section of this report.

There are a number of immigrants, however, who attend business and technical courses which assist them in adjusting their skills to Canadian methods and techniques.

## CHAPTER V

### LANGUAGE TRAINING

The employment training and retraining courses described in the previous section include some language classes designed to meet particular employment needs.

This chapter deals with language training which is not taught in conjunction with other subjects and not related to any specific occupation. In Ontario, language classes for immigrants, so far, have been in English, and are thus referred to in this report as English language classes. No classes in French are provided for immigrants simply because none has so far been requested.

English language classes are conducted under a variety of auspices, and with a diversity of administrative and cost-sharing arrangements, involving two federal and two provincial departments, boards of education, and, on a much smaller scale, voluntary organizations. The total situation is confusing to anyone examining it for the first time. In an attempt to describe the various programs as simply as possible, they are presented here under their administrative auspices. Three are governmental and the fourth includes programs operated by voluntary organizations.

The Ontario Department of Education conducts language classes in manpower retraining centres and, by September, 1970, will also be administering the in-plant language training programs already described in Chapter IV. Boards of Education provide evening language classes for adults and day classes for children in the schools. The Citizenship Branch of the Ontario Department of the Provincial Secretary and Citizenship administers daytime language classes for adults and an intensive summer evening course in Hamilton. It also conducts teacher training courses and prepares text books on the teaching of English as a second language.

#### **The Ontario Department of Education**

Although the Department of Education contributes to the financing of various language programs for immigrants, the only ones which it administers directly are those operating under the Manpower Retraining scheme.



Immigrants who need English to find employment where they can make use of their skills are referred by Canada Manpower Centres to intensive manpower retraining courses. These have been conducted since 1967 under the regulations of the Occupational Training Act. A similar program had been in existence prior to that date established under the provisions of the Canadian Vocational Training Act of 1961. The Department of Manpower and Immigration, in addition to purchasing this training from the provincial Department of Education, under certain conditions pays a living allowance to the trainee and his dependants. The object of the training is to increase the immigrant's productivity in the work force. In 1969 the monthly enrolment for English language classes in Ontario varied between 3,000 and 5,000.

These courses have been a boon to many immigrants. Formerly a new arrival had to attend night classes until his facility in the language was good enough to enable him to enter his chosen occupation. Now, if English or French is necessary to his employment, he may be referred to a course by the Canada Manpower Centre. The course may last as long as five months. The extent of a student's retraining is generally restricted to one year.

While manpower retraining of this nature may appear expensive to the taxpayer, it is in the long run economical. The trainees attain higher skills and contribute that much more to the economy.

To be accepted an applicant must be one year older than the school leaving age. In Ontario this means that he must be seventeen. To be eligible for a training allowance he must have been in the labour force continually for three years, or have one or more persons dependent on him for support.

While these restrictions were introduced to prevent young Canadians from leaving school to enrol in a retraining course and be paid therefor, they inflict hardship on the young independent immigrant applicant who is highly skilled but unable to speak English. If he has not been in the labour force for three years and has no dependants he is not eligible for training allowances. As an independent applicant, moreover, he is without relatives to support him and usually without significant personal financial resources. With an English course he might quickly be absorbed at the skilled level but otherwise he will probably work, initially at least, as a labourer.

It is claimed that any relaxation of restrictions to accommodate this type of immigrant would give him a privilege not afforded to Cana-

dians. However, as long as he cannot speak English, he is not as well equipped as a Canadian.

His training up to his arrival in Canada has cost the Canadian taxpayer nothing, while a great deal has been spent on his Canadian counterpart. To help a person in this situation become more productive, it is advocated that the federal Department of Manpower and Immigration make available without restriction training allowances in conjunction with language classes for all immigrants lacking only a knowledge of the language to fit themselves for skilled occupations.

### **Boards of Education**

For many years boards of education have conducted night school language classes for immigrants. With the post-war immigration flow, enrolment soared. At present, classes are being offered in over 150 schools in Ontario with an average monthly attendance of around 17,000.

These classes, like other night classes administered by boards of education, are established at the will of the board to meet a community demand. The Ontario Department of Education has never had any responsibility for planning curricula or maintaining standards.

Costs of English classes are shared by the Citizenship Branch of the Department of the Secretary of State, the provincial Department of Education and boards of education.

Most classes operate twice a week from October until April. A few run through until June. In Toronto and Hamilton summer "crash courses" are conducted five nights a week for six weeks. The courses in Metropolitan Toronto are administered by the Boards of Education of the City of Toronto, of the Borough of North York, the Borough of York and the Metropolitan Separate School Board. The course in Hamilton is conducted by the Department of the Provincial Secretary and Citizenship on behalf of the provincial Department of Education. Yes, it's confusing.

Summer crash courses are very popular. Maybe it is more pleasant to walk to school on summer evenings than to venture forth after dark on a winter night. Certainly some women attend in the summer whose ethnic traditions would not permit them to go out alone on a winter evening. Workmen frequently arrive late at class after dashing home from work for a quick clean up and a fast meal.

Immigrants are advised by immigration officials to emigrate to Canada in the spring of the year when employment opportunities are

best. Because of the summer break, however, those who arrive in the spring may be unable to enrol in an English class until October. It would almost seem that classes are arranged to meet the needs of the teachers rather than the needs of the immigrants. It is very apparent that classes are required between April and October when most cities have none. Many teachers have now qualified themselves to teach English to immigrants and it should be possible to find an alternate set of teachers for the April to October semester.

Research is needed to discover how student success is affected by the frequency of classes, the time of year and other like factors.

Night courses conducted in the winter include citizenship classes for students advanced enough to take instruction in English. Unfortunately the majority of students drop out before they reach this stage.

Language classes for children in the school room are occupying a large space on the timetables of some urban schools. In recent years 80,000 or more immigrants have been entering the province annually. Among the new arrivals are thousands of children who cannot speak the language and who will need several years training to learn to write as well as speak it. In addition thousands of Canadian-born children enter kindergarten each year speaking only the native language of their immigrant parents.

Knowledge of the language is basic to all subjects and should occupy an important place on the curriculum.

Nevertheless, no person in the Curriculum Section of the Department of Education has yet been assigned to the task of preparing a curriculum for the teaching of English as a second language to children. Teachers search out useful material for teaching the subject and prepare their own curriculum. Those who wish to take special training in this subject attend the same summer course as those who teach adults, although they do their practice teaching with children. Such direction as is given to teachers comes from the Citizenship Branch of the Department of the Provincial Secretary and Citizenship whose work in this connection is described later.

Schools in Ontario are experimenting with different methods of teaching. Some transfer children from regular classes to English classes for several periods each week. Schools with high immigrant enrolment usually have special full time classes where children receive individual help until they can participate in regular classes.

The number enrolled in these classes varies from month to month. It depends partly on the size of the immigrant inflow and partly on the

mobility of the newcomers who make frequent moves in their settling in period, sometimes from one school system to another.

The Toronto Board of Education had 3,685 children enrolled in special English classes during the month of September, 1969. This did not include children in Kindergarten and Grade I who are not given special instruction in English. About 2,700 attended summer classes in 1969 for extra help.

The Toronto school system has made tremendous advances in providing specialized services for immigrant children and their parents. Its language teaching staff has increased in six years from six to one hundred and sixty and it has eleven multilingual attendance counsellors and ten multilingual members in its child adjustment service. One school has been set aside for language training and orientation for immigrant children 12 to 18 years of age for whom it has developed special programs. To ensure that teachers understand the cultural background of the newcomers, extensive kits of relevant information have been prepared by the Research Department of the Toronto Board of Education and a number of studies on immigrant children have also been conducted by the Toronto Board.

Immigrants are invited as ethnic groups to special evening sessions — a “Greek Night” or an “Italian Night”. There is a short program, followed by refreshments and an opportunity for parents to ask questions about the school system. Behind the total program, stimulating and supporting it, is a committee composed of representatives of the Toronto Board of Education and staff.

The Borough of York has a citizenship program in one of its schools to assist students 12 to 17 years of age with English and orientation to the community. The Borough also employs several itinerant teachers.

The Metropolitan Toronto Separate School Board employs fifty-four special English language teachers on a regular basis. It has a registration of 1,500 winter students and 750 in summer classes. It also uses interpreter-counsellors and holds “Community Nights.”

The Hamilton Board of Education has eight special teachers of English and around 200 children enrolled in English language classes. These figures are quoted as an indication of the numbers of children needing special help. Other boards of education in Metropolitan boroughs, and also in other cities, are developing services but some of them much more slowly. The process might be hastened by some direction from the Curriculum Section of the Department of Education.



It would also seem more economical to have research done at the provincial level rather than by individual school boards.

Other matters requiring the attention of the Department of Education are the placement of newly arrived children at their appropriate level of competence and the large proportion of immigrant children in slow-learners' classes.

The teacher tries to place the new child near his own age group but has no way of knowing whether he is ahead or behind academically, or whether he is ahead in some subjects and behind in others. Some knowledge of what the child has already learned would be very useful and would help to ensure that his progress is neither unnecessarily nor inadvertently retarded.

One teacher suggests that overseas selection officers advise families to bring children's school records with them. This would be of some help but teachers cannot interpret the records in Ontario terms. Ideally there should be an equation of the content of the school curricula in other countries with the Ontario curriculum. Then each child's record could be evaluated on arrival. This is a complex task although not nearly so complicated as the equation of professional and trades qualifications, a study which has now been undertaken by government authorities. It is a matter which could be undertaken by the Curriculum Section and might begin with those countries from which the largest number of children come. Teachers who are familiar with school curricula in other countries are available in the Ontario system and able to assist. They could also evaluate records and help with placement within their own school system.

Immigrant parents have become concerned about the large proportion of their children who are being transferred to classes for under-achievers, to vocational classes, and to four-year courses from which they cannot proceed into university. This is not confined to specific ethnic communities, but the largest groups are showing greatest concern because their children are the most numerous and the most noticeable in classes.

The Research Department of the Toronto Board of Education undertook in 1967 a study of the students in one of its technical-vocational schools. Well over half of the students were from immigrant families. These immigrant children achieved higher grades and had better attendance records than their Canadian-born counterparts. The teachers tended to predict for them higher achievement levels.

The report states, "This could be interpreted to mean that the immi-

grant students are grouped with Canadian - born students of lower academic ability. This does not necessarily imply that the school system is not adequately geared to the education of immigrant students. Given that it takes a period of time for an immigrant to adapt to Canadian institutions and culture, then such a difference between Canadian-born and non-Canadian-born might be expected". Can anything be done to help these immigrant children realize more fully their potential? Is the situation the same across the province? If so, should the Provincial Department of Education be concerned?

The enormous influx of immigrant children has placed a heavy financial burden on certain boards of education. It has been necessary to build new schools, employ more teachers, and provide additional services. The newcomers, for the first few years, live in rooms or crowded flats. During this period they do not contribute their share of property taxes from which a large share of the educational funds are drawn. Costs have risen sharply and taxpayers are complaining.

The concentration of immigrant families in some urban areas is a by-product of the immigration program of the Canadian Government. As this places an inequitably heavy tax load on certain municipalities, it seems reasonable to expect that the Canadian Government should assume further responsibilities for easing the burden.

If the federal government is interested in the future productivity of the labour force, it should be willing to ensure that immigrant children are equipped to attain their fullest productive potential.

It is, therefore, recommended that the Department of the Secretary of State make additional funds available through the Ontario Department of Education to support language instruction in areas of high immigrant concentration.

### **The Ontario Department of the Provincial Secretary and Citizenship**

The Citizenship Branch of the Department of the Provincial Secretary and Citizenship has been filling in gaps in the province's language training program. One activity is a program of daytime classes for adults.

In the mid-forties it became apparent that shift workers, night workers and workers in remote areas had no language training available to them. Classes were established to meet this need. At one time administered by the Community Programs Branch of the Department of Education, these were transferred in 1961 to the Citizenship Branch of the Department of the Provincial Secretary and Citizenship.

Daytime classes are held in several locations in Toronto and also in Hamilton and London. They are conducted in Y's and in immigrant serving centres such as the International Institute and COSTI in Toronto and the International Centre in London. A few have been organized in hospitals with long-term patients. Instruction costs are shared equally by the Department of the Provincial Secretary and Citizenship and the Department of the Secretary of State.

This division of responsibility, with boards of education operating night classes and the Citizenship Branch day classes, appears to be eroding. During the past several years the Toronto Board of Education has opened daytime classes for immigrants in churches and Y's. They now operate in nine different locations. The Metropolitan Separate School Board of Toronto has also opened daytime classes for mothers in several schools.

At the same time as the transferral of daytime programs, the administration of the crash summer program, then operating only in one school in Toronto, was also transferred to the Citizenship Branch. The latter program grew and extended into the boroughs. A second program was opened in Hamilton in 1966. The Citizenship Branch operated these courses on behalf of the Department of Education, which bore all costs except administration, the latter being shared between the federal and provincial government citizenship agencies.

In 1969 four boards of education in Metropolitan Toronto took over responsibility for conducting the classes in their own areas of jurisdiction. The Citizenship Branch of the Department of the Provincial Secretary and Citizenship still continues to run the course in Hamilton. It appears that responsibility for these summer courses is also being taken over by local boards of education.

There was no course for training language teachers until 1958. In that year the Citizenship Branch opened a teacher training course, which has since been conducted in Toronto in conjunction with the summer school course. A similar course was opened in Hamilton in 1967. These courses are also operated on behalf of the Department of Education.

Teachers in training, most of whom are already certified teachers, attend classes in the daytime. Some do their practice teaching as teachers of the night school classes, and some in children's morning classes which are conducted by boards of education to give immigrant children extra help. In 1969 some 350 teachers from across the province attended these training courses. Boards of education report a lower

drop-out rate in classes taught by teachers who have taken the special course.

It is recommended that boards of education require teachers of English language classes for adults and for children to attend the training course offered in this subject.

The Citizenship Branch of the Department of the Provincial Secretary and Citizenship has prepared text books for the teaching of English as a second language which are now used throughout the province. Short seminars for teachers are held during the winter, as well as a large annual conference which attracts some 1,000 teachers who teach English to immigrant adults or children. Support and guidance are provided to voluntary programs. These are described later.

The pioneer work done by the Citizenship Branch is highly regarded. The Branch has been flexible enough to carry out pilot projects. Some of the techniques it has developed have been incorporated in programs conducted by the Department of Education and by local boards of education. Some programs instituted by the Citizenship Branch, such as the intensive summer evening courses in Metropolitan Toronto, have now been taken over by boards of education.

The Department of Education, however, and not the Citizenship Branch, is the appropriate authority for the supervision of language training programs within the school system. Moreover, these programs are not getting the attention which they require.

Children's language training is at present receiving no direction from the Department of Education with respect to the planning of curriculum, training of teachers of immigrant children, placement of newly arrived students or equation of school records from other countries with the Ontario curriculum.

The Department of Education provides grants to boards of education for adult night classes in English as a second language and acts as the channel for federal grants for this purpose. Yet it takes no responsibility for the maintenance of teaching standards in these classes through the provision of curriculum and training of teachers.

At present no government department is monitoring the total program and carrying out research on its effectiveness.

With the purpose of improving the effectiveness of the language training program, it is recommended that,

1. the Ontario Department of Education assume responsibility for language training in elementary, secondary, post secondary institu-



tions, and adult classes under the jurisdiction of boards of education, with respect to curriculum planning, maintenance of standards, and teacher training;

2. teacher training courses include, as a recognized option, the teaching of English or French as a second language;
3. the Department of Education evaluate the effectiveness of various language programs and carry out a study of the effect on student progress of such factors as class frequency, timing and location.

The Citizenship Branch, because of its function, still has an obligation to fulfil in relation to the language training program. It is recommended that the Citizenship Branch,

1. continue pilot projects related to language training;
2. continue to foster the expansion of language training for immigrants not reached by existing programs;
3. analyse needs and consult regularly with the Department of Education regarding ways and means of expanding or improving the program.

### **Voluntary Organizations**

Over the years social agencies and churches have organized English classes and recruited volunteers to teach them. Some have provided tutors for individuals and teachers for small professional groups. The International Institute of Metropolitan Toronto, for example, conducts classes four nights a week which are taught by volunteers.

Immigrant mothers with pre-school children tend to be shut off from the world about them, restricted to their own ethnic groups and severely limited in opportunities to learn the language of their adopted community. A new type of program for these mothers is developing, conducted in the mornings and accompanied by day care for the children.

Numbers of church groups have organized and taught English classes for immigrant women and have baby-sat with their children. But there has been difficulty keeping these classes operational, often because of lack of continuous competent leadership. One such program, at Faith United Church in Toronto, developed a Committee on Immigrant Children which approached the Citizenship Branch of the Department of the Provincial Secretary and Citizenship for financial help.

As a result, a three year pilot project was established in four Toronto areas, assessed at the end of that time, and continued. A community

committee working in co-operation with the Citizenship Branch was attached to each of the four projects. One project has since been taken over by the Metropolitan Separate School Board. At present the Citizenship Branch supports the three remaining projects in Toronto, also one in Hamilton and one in Windsor. The Branch provides two supervisors for each project, one to train volunteer teachers, another to supervise the nursery project. In addition, nominal rental is paid to the community committee.

The program is proving very successful. Mothers can be home for lunch. Their children are safely cared for in the same building. A feeling of rapport emerges between student and teacher and a good deal of cross-cultural understanding develops.

The Metropolitan Toronto Separate School Board opened English classes for mothers in three schools in 1969, with day care provided for the children.

Some teachers in the Toronto public school system are so concerned about the need that they are teaching mothers voluntarily after school, with older children caring for pre-schoolers. This is a heavy load in addition to their regular duties and they cannot continue indefinitely. During the summer of 1966 and 1967 two programs were conducted for six weeks in an elementary school in Toronto taught by teachers from the city staff, with community volunteers supplying day care. Classes were attended by 75 enthusiastic mothers, but, despite their success, the course was not continued in 1969.

Classes for mothers are meeting an urgent need, particularly for mothers coming from rural backgrounds who are shy about associating with strangers and embarrassed because of their inability to compete in such classes with better educated people.

It is extremely important that these mothers learn the language and that they are given this introduction to the new society they have entered. Otherwise they do not learn the social norms of the community in which their children are being educated. Sometimes they can communicate with the children only at an elementary level because they learn little of the new language and the children stop adding to the vocabulary of their native tongue when they enter school. A mother has difficulty disciplining children who quarrel in a language she does not understand. She also becomes dependent on her children to interpret for her on visits to business offices, the school or a doctor, where the service of a child interpreter is inappropriate.

When the mother's authority is diminished by her inability to com-

municate, the whole family structure is weakened. The generation gap is accentuated in these families and there is too often severe conflict between parents and teen-agers.

This type of program which combines classes for mothers with care for their children should be expanded, but is growing hesitantly because no public agency has responsibility for developing it. Authorities do not foster the establishment of new classes but await an approach from a volunteer group.

Because mothers of pre-schoolers are also likely to be mothers of school-aged children there would appear to be value in having the program related to the school system. There is need, however, for a government department with authority to develop the program across the province. The Department of Education has so decentralized its authority that there seems little likelihood that it could offer the kind of stimulation needed. Schools might find it difficult to work with volunteers and the volunteer component is extremely important for the integration of newcomer and native-born. Some school systems are moving rapidly toward the community school concept whereby the school acts as a community centre for the neighbourhood. Others have yet to move in this direction.

It is suggested that the Department of the Provincial Secretary and Citizenship assume responsibility for stimulating the expansion of this program throughout the province. This would not exclude any school system from initiating programs in local communities. By the time the program is well developed, school systems may have adopted the community school concept to the point where the program can be turned over to them.

The child care element of the program is extremely important. Baby-sitting is helpful but good day care under qualified supervision is very useful in preparing the children for school. Too many immigrant children lose a year while learning the language.

It is recommended that the Department of the Provincial Secretary and Citizenship continue to encourage voluntary organizations to sponsor programs taught by volunteers, assist these organizations with teacher training and provide financial support for the supervision of classes.

## CHAPTER VI

### INFORMATION AND COUNSELLING

To aid in their adjustment, immigrants need to become informed about their new country as soon as possible.

Canada is known to many of them in their own countries as the land of the mounties, the Eskimos and Indians, and an expanding country where everyone has plenty of money.

While highly educated immigrants learn all they can about the country before coming, there are still significant knowledge gaps and misconceptions. The uneducated from rural societies know nothing about the complexities of living in a city anywhere and would need help if they moved to urban areas within their own countries. They may be here quite a while before learning even the meaning of "Ont.", which they put on letters they send home.

The ethnic press and radio in varying degrees present information to their people. Material concerning Canadian affairs and Canadian services is supplied to them regularly in translated form by Canadian Scene, a service supported by a variety of Canadian citizens, businesses and institutions. This is valuable, but there is also need for information on a more personal basis.

The Report of the Task Force on Government Information, which recommended the establishment of Information Canada, stated that a large number of Canadians were grossly ignorant of the most basic facts about the federal government and its programs. Immigrants particularly lacked information.

To quote the report: "The Ontario Study also finds that people in Ontario who speak any language other than English rate low on a general knowledge about government". The group which knows "virtually nothing" about government, according to the report, "includes 20 per cent of the immigrants who have lived in Canada under five years, and 14 per cent of those who have been here for between five and 14 years".

There has been pressure recently to lower the residence requirement for citizenship. If this were to be done, immigrants would need to become even better informed.



Other governments have recognized that immigrants need special assistance in becoming oriented.

Australia has staging centres for new arrivals where they can live during an orientation period which may last for several months. Quebec has a live-in reception centre for newcomers who are able to take the orientation course which is offered in either French or English.

COSTI, which was described in the earlier part of this report, has conducted two experimental courses, one for Italians and one for Chinese, each lasting about sixteen hours spread over a four-week period. An attempt was made to confine the course to persons in Canada less than three months but others who were anxious to come were included.

Registrations were 27 and 29 respectively and average attendance for each group was 17. Volunteers were used as leaders although there was some trouble finding persons knowledgeable in some of the subjects. Topics covered were the Metropolitan Municipal System, How to Find Employment, Social Insurance, The Educational System, How to Buy a Home, The Banking System, Income Tax, Private Insurance, and a session on Canada, geographical and political.

Additional topics could provide information on the Canadian family, Canadian churches, voluntary associations, social habits and customs.

Orientation courses should be made available to immigrants within a few months of their arrival, immediately after they have had time for the initial settling-in. These courses should also be available at a later date for those who missed them earlier. There is a tremendous backlog of work to be done among immigrants who have been here for a number of years. While some newcomers can absorb information in English or French, for many it would have to be provided in their own language. The newcomers will be citizens of Canada, but living in Ontario. It would seem logical that the Citizenship Branch of the Department of the Secretary of State and the Citizenship Branch of the Department of the Provincial Secretary and Citizenship should each be involved in the cost and the content of courses. The provincial body should conduct the courses or encourage voluntary organizations to do so. Experimentation is required to reveal how often and in what geographical districts courses might be useful and what information is most needed.

A variety of methods could be used. Some may like night sessions once a week for several weeks and others may prefer weekend seminars. Housewives could attend in the morning or afternoon provided child care service was attached. There may be people who would enjoy a

week's session at a summer camp and be willing to pay for their living expenses. In addition to formal courses, informal orientation sessions could be provided as programs to ethnic groups, with several knowledgeable people available to answer questions.

Volunteers could be used extensively as speakers and discussion leaders. It would be an excellent means of involving established immigrants in community affairs and utilizing their talents. Facilities could be available in community centres, schools and churches.

Integration is a two-way street and there is also a serious need for the interpretation to Canadians of the views and needs of newcomers. Some of this information gets to Canadians through the mass media. Students learn at school from students from other cultures. People of various backgrounds meet at their places of work. But information concerning newcomers does not seem to be getting through to some sections of the Canadian community, including government. Immigrants themselves need to speak out more frequently to groups of native Canadians.

There also is need for more discussion on the future of Canada. Immigrants and native Canadians are making significant changes in each others' ways of life. Immigrants are very aware of these changes and are striving to preserve that which they value in their own culture. Canadians notice superficial modifications, such as eating habits and colourful surroundings in immigrant districts, but are less aware of more subtle changes.

What alterations in political structure can be anticipated from the introduction of people accustomed to different political systems? Is Canadian apathy and lack of concern about community services for immigrants leaving them open to exploitation and encouraging corruption? An expanded interchange of ideas would help identify and maintain those values which, in the future, all might be glad to recognize as characteristic of Canada.

It is recommended that the Department of the Provincial Secretary and Citizenship provide orientation programs to assist immigrants with their adjustment to the community and also develop programs to interpret immigrant culture to Canadians; and that the Citizenship Branch of the Federal Department of the Secretary of State share in planning the content and in defraying the cost of these programs.

### **Community Information Centres**

One of the most urgent needs of immigrants is for information and counselling at the neighbourhood level.

While a formal orientation course could be very useful to the newcomer, many unforeseen situations will develop and new problems will appear requiring not only accurate information but expert guidance and advice.

Much of this assistance can be provided only on a personal basis. Requests for help may involve translation or interpretation. Some newcomers are remote from offices with which they must deal and the offices are not open except during standard working hours. To people from rural districts, complicated services in urban areas are very perplexing. For example, many immigrants do not know how transfer systems on buses and street cars work in our bigger cities and pay out extra money for unnecessary extra tickets.

There is a growing demand for community information centres to provide information and counselling at the local level to both immigrants and native Canadians.

In Britain such centres, known as citizens' advice bureaus operating at the community level, have formed an important part of the country's community services since World War II. Australia set up citizens' advice bureaus when the Good Neighbour Movement was launched. In the United States, neighbourhood information centres have been springing up in various cities during the past ten or fifteen years.

Many community organizations in Ontario already provide information and some supply counselling as well — government offices, social agencies, churches, schools, public libraries, public health departments, ethnic organizations and others. The social agencies referred to in Chapter III all provide such services. But much more is still needed. Most people, immigrants or native-born, are in constant need of information about availability of services. Those who speak the language of the community are more likely to know where to inquire, or if they do not, are better able to find out. A stranger in a strange land and with limited communication facilities is severely handicapped.

The shortage of service has led to the opening of many smaller information offices. Most of them are run on a part-time basis with limited funds, sometimes by volunteers, and are struggling to keep going. Some offer service only in English and are, therefore, used largely by native-born or English-speaking immigrants. A few have been opened specifically for immigrants.

One such service is a part-time Chinese Information Centre, housed in the University Settlement House in Toronto. The Salvation Army Immigrant Centre in Toronto has already been mentioned. In 1968

a priest in St. Angela di Merici Roman Catholic Church in Windsor organized an evening for Italians, staffed by volunteers. The St. Vincent de Paul Conference in St. Thomas Aquinas Roman Catholic Church in Toronto has five staff members on duty for three hours each Sunday morning, providing information and counselling to its Italian members. The York New Canadian Information Centre operated in the Borough of York for several months in 1969, with the aid of a grant from a service club and part-time volunteer staff. It was forced to close for lack of funds but hopes to open again in St. Thomas Aquinas Separate School. In St. Raymond Separate School, also in Toronto, as part of a community program, an information service is open one night a week staffed by volunteer law students.

An example of an information centre operated under government auspices is Services for Working People in Toronto. This is a small office in a couple of upstairs back rooms in an immigrant neighbourhood in Toronto, set up by the Human Rights Commission of Ontario in conjunction with three branches of the Ontario Department of Labour. Its purpose is to bring people help with problems about human rights, wages, working conditions, and training opportunities. The decor and equipment are much inferior to that in most offices, but the small multilingual staff is very busy and the service is highly regarded in the neighbourhood.

Immigrants use settlement houses, Y's and other community centres for information wherever these agencies have staff with language skills. But most immigrants are not near any service of this kind.

Sometimes their requests are for simple information such as the location of English classes or a day nursery. A person may want a letter from the telephone company or the gas company explained. Other requests may require discussion with another organization on behalf of the inquirer, or may result in a referral to another agency. Some typical inquiries to an information service operating in Toronto are described below.

A woman discovered that her friends got holidays with pay but her employer had not allowed her any. Her case was discussed by telephone with the Employment Standards Division of the Department of Labour and an appointment was made for her to go to lay a complaint.

A counsellor at a Manpower office telephoned concerning a single 20-year-old immigrant woman who was looking for employment. The counsellor said he could easily find employment for her but noticed that she was in a very disturbed state of mind and had said she had



nowhere to stay. Arrangements were made for her to go to an agency which provides a temporary home for young women with personal problems.

The teacher of an English language class called on behalf of one of his students. The student, a young man working at a job below his capacity, asked advice about a job offer which looked very attractive and was described to him as one which allegedly in a short time would pay him \$10,000 a year. He was referred for advice to the Consumer Protection Division of the Department of Financial and Commercial Affairs.

A young woman from Guyana telephoned to ask how she could meet Canadians socially. An appointment was made for her with the program director of a YMCA near which she lived. He introduced her to a social group of which she became a member.

The father of a family of four took a stroke. His 18-year-old son, who worked in construction, was unable to support the family. Someone advised him to buy a house and rent part of it to augment the family income. He bought a triplex but, although he rented two floors, he was unable to meet mortgage payments. He was referred to a competent business man for free advice.

Many of the problems are too complex to be recorded here in detail.

There are a great many requests for help with forms related to unemployment insurance, workmen's compensation, hospital insurance, family allowances, old age pension. Like other people, immigrants sometimes encounter mix-ups in their dealing with these offices, and these they cannot straighten out alone. They need an advocate.

Translations are needed for birth certificates, marriage certificates, proof of age, school records, trade certificates and references. Interpreters are needed to accompany immigrants to various public and private offices. For help with difficult family or social problems, expert counselling is required.

Because so little assistance is available from either government sources or voluntary organizations, commercial services have sprung up to meet the need. These are often travel agencies, which are reputed to gain a large share of their income from this work.

Some businessmen such as real estate dealers, insurance salesmen and shopkeepers, also perform the same function as a side line.

During the years, members of every new ethnic group arriving in large numbers have used agents from their own community to help

them until they or their children learned the language well enough to handle their own affairs. At present the new ethnic groups using commercial services are mainly Italian, Greek, Portuguese and Chinese.

“Agents” are used a great deal for filling forms and dealing with government agencies which require such forms. Government offices themselves often do not give this help.

The Department of Manpower and Immigration will fill in sponsorship application forms without a fee but their offices are often not convenient and are not open when working people are free. Further, immigrants may have to deal with someone who does not speak their language. So, instead of taking time off work to go to an office some distance away, they go on Saturdays to nearby agents, who, they feel, are more likely to act in their interests. Agents always have a supply of the forms which they get from the Department of Manpower and Immigration. In general, rather than deal with government offices, the uneducated, unsophisticated immigrant prefers to have a compatriot handling his affairs.

Agents give information, do some simple translations, make telephone calls on behalf of inquirers and provide taxi service to offices where they act as interpreters. Without these services, many immigrants would have nowhere to go for help.

The assistance is quite sufficient for some matters, but community services are extremely complicated and it cannot be expected that all agents will be knowledgeable about all services. Some of the agents are relatively new to the country and many have had no previous experience to equip them for the task. Some make reasonable charges, but there are always complaints about exorbitant fees demanded by others. The situation is open to exploitation and some agents have been prosecuted.

Community information services should form the basis of an information structure operating at the provincial, regional and community levels. As the government of Ontario is the chief provider of services to the people of Ontario, it should give strong leadership in establishing such a co-ordinated information system. This would entail developing overall guidelines for operations at the regional and community levels, setting up an “Information Central” as a source of information regarding federal, provincial and municipal services and facilities, and preparing and distributing basic resource materials. The recently published Catalogue of Ontario Government Services prepared by the Ontario

Economic Council provides an example of what can be done to bridge the information gap.

At the regional level, a central core service is required which would act as the nerve centre of a network linking together the multiplicity of services, both government and voluntary, which exist in the local community. The telephone number of this central service, as mentioned earlier, should be provided to all immigrants on arrival. It should also appear in the list of emergency numbers in the telephone book.

The office would maintain an up-to-date information bank and in addition to providing information would make appropriate referrals. It would supply resource material and various types of directories to government and voluntary organizations. It could be used as a training ground for new staff beginning to work in community information centres and would assist the helping professions to understand community services. In some areas, particularly those constituting large urban areas, multilingual staff would be required. In outlying, thinly populated districts of Ontario this might not be possible.

The regional office should be supported largely by tax money, because it provides an essential service for all persons without regard to economic status, religion, residence, age, or citizenship. But an information office often finds it necessary to act in the role of mediator or advocate on behalf of persons in trouble and this function can best be carried out by a non-governmental body. To ensure impartiality and citizen involvement there should be an element of non-governmental support.

It is suggested, therefore, that a central or regional service should have an independent status with its major support from government, but also with a small component of voluntary financing. Because the service does not fit into any one government department, but is a general citizens' service, cutting across all areas of concern, it would seem logical that funds from senior levels of government should be channelled to it though departments charged with responsibility for citizenship.

Social Planning Councils and Community Welfare Councils supply information in most urban centres. They receive most, and in some cases all, of their support from United Community Funds. The Information Service of the Social Planning Council of Metropolitan Toronto has been supported by the United Community Fund with the addition of a municipal grant. Negotiations are now under way to set it up as a separate corporation with provision for participation from

three levels of government and the United Community Fund. It is planned to strengthen the service by the addition of multilingual staff. Hamilton's Committee on Immigrant Service is working toward the establishment of an information centre to serve both immigrant and native-born.

At the community level the aim should be to establish a link between the individual in need and the wide range of services available to meet that need. Community information services should be focal points for information and advice. Their motto should be similar to that expressed in the brochure describing the Ontario Department of Labour Services for Working People — "If we cannot help, we will find out who can."

Recommendations for neighbourhood information centres or citizens' advice bureaus have been appearing over and over again in studies and reports as listed below.

- 1964 Newcomers in Transition—a report of the International Institute of Metropolitan Toronto
- 1969 The Task Force on Government Information Services
- 1969 The Family Law Section of the Law Reform Commission
- 1969 The Sixth Annual Report of the Economic Council of Canada
- 1969 Socio-medical Study of the Aged
- 1969 The Windsor Advisory Committee on Unemployment
- 1970 A Study of the Needs of Immigrants conducted by the Social Planning Council of Metropolitan Toronto

The urgent need for information and counselling services which has been and is being expressed repeatedly in government reports and by community organizations leads us to recommend that the Department of the Provincial Secretary and Citizenship,

1. establish in conjunction with other departments of government a provincial information service;
2. in partnership with other governments and voluntary organizations give financial support to regional central information offices, such support to include assistance in the organization of community information services at the neighbourhood level;
3. provide staff to aid in the development of community information centres.

More voluntary funds should be channelled into community information centres. As already noted in Chapter II, immigrants, during their first few years do not need the type of service provided by many united



fund agencies. An expansion of information services by those fund agencies whose aims and objectives can encompass such a service, would make united community funds more meaningful and more useful to immigrants.

### **Need for Multilingual Staff**

There are still many complaints from immigrants concerning the lack of interviewers with different language skills in offices serving large numbers of immigrants.

In some offices, indeed, there appears to be resistance to providing an immigrant with an interviewer who can speak his language, except when there is no hope at all of managing without doing so. Some public welfare departments will never assist an immigrant to make an application. He must bring an interpreter with him. Some appear to believe that a person who has not learned the language has not earned a right to public assistance.

There seems to be a feeling in some offices that the provision of multilingual staff will prevent immigrants from learning the language. What really happens is that the immigrant turns to his ethnic group for help. The procedure is more likely to retard than advance his integration. He either pays someone to fill in a form, to telephone or to return with him as interpreter if this is necessary.

It is quite possible that too much is being expected of immigrants in language learning. "Refugee Intellectuals", by Donald P. Kent, a study of the rate of language learning of professional immigrants completed in 1953 is quoted in the recent study of immigrants conducted by the Social Planning Council of Metropolitan Toronto. The results of the study indicate that professional persons with some previous knowledge of English took three years to gain a good speaking knowledge of the language, and five to write it and be at ease in a social gathering. These were persons of high intelligence, accustomed to studying and with high motivation.

Canadians with experience in language learning know how long it takes. Many English-speaking Canadians who have studied French for five years in secondary school cannot carry on a conversation in French and would be quite unable to manage an interview in the language. Yet, it is blithely assumed that an immigrant with grade five education can communicate effectively in English in a few months.

Some clerks or counsellors are not too unhappy about their communication with immigrants but rather proud of their ability to muddle

through. "We get along," they say. "We learn a little of their lingo and we manage." But immigrants say to anyone who can understand them that they are not managing and the service happens to be for them and not for the staff.

Family and juvenile courts do not have all the multilingual counsellors they need. Admittedly it is not always easy to find them. Police departments claim that applicants from ethnic groups are few in number and too often cannot meet the physical or educational requirements. The Metropolitan Toronto Police Department is now giving some of its English-speaking officers training in other languages and is also providing training by psychologists and social workers.

The study of immigrant services, recently conducted by the Social Planning Council of Metropolitan Toronto, indicates that a number of hospitals in areas of high immigrant population lack interpreters or staff with language skills. Being ill in a strange country and unable to talk to the hospital staff is a very frightening experience. Some immigrants have gone back to the old country for an operation rather than face the experience here.

Immigrants think that people in hospitals, as well as in business offices, overestimate their ability to communicate. Some hospitals use kitchen and maintenance staffs to interpret, but this presents administrative problems and does not always result in good interpreter service. Current budget policies do not allow for staff interpreters.

There are also complaints that service is impersonal. Computers, key punch cards, codes, symbols and magnetic tape are all part of the times. They are intended to simplify procedures and cut costs, to make business and industry more efficient. No doubt they save money but, when used to excess in dealing with people, they are demoralizing. People who apply for jobs, unemployment insurance, workmen's compensation or public welfare, and people who arrive at courts or at hospitals are usually going through troubled, unhappy experiences. The computer and form letter cannot replace the human touch.

In consideration of the special problems encountered by immigrants in using community services, it is recommended that agencies and institutions dealing with large numbers of immigrants employ staff with appropriate language skills and a knowledge of the cultural background of immigrants; and that the helping professions — such as teaching, nursing, social work, medicine and law — place increased emphasis on courses in the cultural background of immigrants.

## CHAPTER VII

### CITIZEN PARTICIPATION

Our immigration program, if viewed in terms of the gross national product, may appear successful. If regarded as a citizenship program, or a national development program, utilizing both material and human resources, its performance is less noteworthy.

Tax funds for immigrant adjustment have been channelled almost entirely into language classes and manpower training. The majority of immigrants participating in retraining classes are learning English. They are referred to a language course only if they need the language in order to get employment where they can use their training to the best advantage.

Public policy would appear to be aimed primarily at making immigrants into producers and consumers, not necessarily into citizens participating in the Canadian community. In some places there is no Canadian community. There is merely a collection of ethnic groups on separate islands, a potential citizenry not yet integrated. This is a matter to which governments and native-born Canadians must now give attention.

How can Ontario best develop a citizenship program which will foster a united harmonious society? Certainly both native-born and newcomer must work at it. A broad public educational program by government is indicated.

The native-born must be made aware of the size of the immigrant population, and its impact on our way of life. They must recognize their own special role as the core group to provide stability, strength and direction to a changing society.

Immigrants for their part must be encouraged to accept their obligations as well as privileges in their new country. They must be prepared to adapt to a new type of community and to participate in it.

An Italian-language magazine went on sale on Toronto newsstands in March, 1970. It is edited and published by four young Italians who explained its aim to a *Globe and Mail* reporter in this way. "Our ambition is to integrate the Italian community. Between 1945 and 1962 Italians in Canada sent \$5 billion back to Italy. Why not use the money

constructively here? These people feel they are Italians, that they are still in Italy. We want them to get out to mingle."

The publishers also wish to preserve the aspects of Italian culture worth preserving, and to destroy the stereotype of the Italian. After 24 years of post-war immigration and many complaints about the immigrants' failure to integrate, it is noteworthy that this move was initiated, not by government, but by immigrants.

The total community must become involved. The mass media and the schools have a particular function to perform in interpreting the social patterns and social values of different cultural groups. Churches, service clubs and other voluntary groups must reach out to bring the newcomers into community activities.

There is increasing evidence of community concern with problems of immigrants. The Windsor Advisory Committee on Unemployment, appointed by the Ontario Department of Labour, published a report in 1969, which identified the needs of newcomers. The Hamilton Growth Centre, an organization composed of a cross section of community leaders mostly from the helping professions, is holding an "Encounter Group Week-End" in June, 1970. Discussion will focus on the communication barrier between ethnic groups.

Some Canadian agencies and organizations have been giving leadership to imaginative community programs involving immigrants. The Committee on Immigrant Children, the outgrowth of a language class program at Faith United Church in Toronto, is attempting to help young people with adjustment problems. This committee, composed of teachers, social workers and members of the Italian community, has been conducting a series of seminars with teen-aged children on the problems of the generation gap and has begun to involve parents in these discussions.

The St. Christopher Settlement House is located in a downtown Toronto district, inhabited mainly by Portuguese, but with a sprinkling of other ethnic groups, and including Canadians, some of them migrants from other parts of Canada. St. Christopher's has involved the neighbourhood residents over a period of years in an urban development program, working with housing authorities and the municipal government. Each year it brings the neighbourhood residents together in a "Beautify Your Neighbourhood Campaign" and, before elections, in a "Meet the Candidates Night".

This settlement house is one of the small group of voluntary agencies mentioned earlier who are able to offer only limited programs because



their budgets do not permit them to expand staff or programs although the need is growing by leaps and bounds. All are endeavouring to assist in fostering immigrant participation in community life. Most of them receive their main support from United Community Funds, but increases in the United Fund receipts have not kept pace with increasing social needs of a growing population. Government expenditure on health, welfare and education services has grown tremendously in the past few years, but has not extended into the area of social adjustment of immigrants. The agencies get a few small government grants which form only a very minor part of their budgets.

Voluntary agencies are an essential ingredient of our democratic society. They involve citizens and keep them aware of social problems. At the neighbourhood level, where assistance is needed, and where integration must take place, they can offer a more effective service than government. They are smaller, more flexible, and not as hampered by rules and regulations. They can offer more personalized service and can experiment with new types of programs.

These agencies spend a considerable amount of their effort in assisting newcomers to make use of public services. They provide information and counselling, make language classes available, and introduce the immigrants to Canadian social patterns. But they lack the resources to do an adequate job.

It is recommended that the Department of the Provincial Secretary and Citizenship identify those agencies which are assisting immigrants with their integration into the community and provide them with added financial support; and that the Department add to its staff qualified community workers to assist in the development of citizenship programs at the community level.

It cannot be emphasized too strongly that any expenditure on behalf of immigrants is an investment in human resources. Manpower retraining programs have demonstrated their ability to bring financial returns. A citizenship program should bring equally high returns in social values.

A province which has gained so much economically from the addition of these new cultural strains and has so much to lose socially if they are not woven into the community fabric must take the responsibility for providing leadership.

There is an urgent necessity for action to integrate all the people of Canada, to establish common goals and to build a strong cohesive society.

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